

## CHAPTER 4 DEPARTMENT OF DEFENSE PLANNING SYSTEMS

**4-1. General.** The national security process sets strategic direction, determine national military policy, request resources from Congress to execute that policy, and translates the funded capability into plans for military operations. The process is accomplished at national, DOD and military department levels and attempts to meet political objectives within resourcing constraints and available technology. The intent here is not to explain every step of every process nor to review the purpose of each product of each step. Note that there is no true beginning or ending to the national security planning process. The process is a logical, not perfect, process for translating political will into military capability. It is within this process that USACE develops resource requirements, justifies its contingency support programs, and develops contingency support plans.

**4-2. DOD Planning Systems.** The following three DOD strategic planning and operations systems are the heart of DOD planning and capabilities development and are of singular importance to the USACE OCONUS mission:

a. **Joint Strategic Planning System (JSPS).** This is the formal process for review of the national security environment and U.S. national security objectives; threat evaluation; assessment of current strategy and existing or proposed programs and budgets; and proposal of military strategy, programs and forces necessary to achieve national security objectives. It is the means by which the CJCS discharges his/her responsibility to give strategic plans and direction to the CINC and Services and to interact with the DOD Planning, Programming, and Budgeting System (PPBS).

(1) Joint strategic planning is initiated by the **Joint Strategy Review (JSR)**. The JSR is the process by which information is gathered; issues raised; and the integration of the strategy, operational planning, and program assessments is facilitated.

(2) Among the documents produced (at different times) are the **National Military Strategy Document (NMSD)** which conveys the CJCS's strategy advice to the NCA/NSC and the **Joint Strategic**

**Capability Plan (JSCP)** which, biennially, conveys military tasks for the next two years to the CINC and Service Chiefs. The JSCP apportions forces and provides planning guidance to the CINC and Chiefs of Services based on the capabilities of the available forces and the near term threat. The planning guidance and apportionment of forces within the JSCP are the basis for initiating CINC operational planning.

b. **Planning, Programming, and Budgeting System (PPBS)**. The PPBS (in the Army, this is the Planning, Programming, Budgeting and Execution System (PPBES)) is initiated by the **Defense Planning Guidance (DPG)** which is, in effect, the link between planning and programming. The DPG is the guidance to the military departments for developing their **Program Objective Memoranda (POM)**. It is the POM process through which the Army programs for resources to support the MACOM for missions, acquisitions, etc. The **Chairman's Program Assessment (CPA)** and the NMSD are developed to influence resourcing issues in the PPBS. The DOD's board of directors, the Defense Planning and Resources Board (DPRB), reviews the CPA and the Service POMs to resolve issues and consolidates decisions into **Program Decision Memoranda (PDMs)** which generates OSD agency and Service budget estimates for the President's Budget and Concept Exploration within the Acquisition Cycle.

c. **The Joint Operation Planning and Execution System (JOPES)**. JOPES is the DOD-directed, JCS-specified system for conducting joint level planning by the combatant CINC. JOPES is the conventional command and control (C2) system used to support military operation monitoring, planning and execution activities. It establishes the procedures for developing and reviewing peacetime, crisis and wartime planning. The system is designed to integrate the complex strategic mobility problems associated with force mobilization, deployment, employment and sustainment.

(1) The JOPES is being developed to replace Joint Operation Planning System (JOPS) through the integrated enhancement of the JOPS and the Joint Deployment System (JDS) with new capabilities. The JOPES is designed primarily to satisfy the information needs of senior-level decision makers in conducting joint planning and operations.

(2) Based on the forces assigned to the CINC (known as the supported CINC) for a given plan, the CINC develops a deployment schedule working with the U.S. Transportation Command (USTRANSCOM), the U.S. Atlantic Command (USACOM), and various other supporting commands. Supplies required to sustain these deployed forces are factored into the plan based on arrival dates of deploying units in theater. Deployment planning considers equipment and number of personnel for each unit to be deployed; ships and aircraft by type, capacity, and availability; air and sea ports of embarkation and debarkation, and general materiel by measurement tons. Even with automation, the data bases are enormous and require extensive coordination among the CINC and Services. The goal of the process is to develop a supportable operation plan (OPLAN). In other words, the deployment is planned so that the forces and their materiel arrive in theater in sufficient time and strength to accomplish the CINC's mission. Since it is assumed that the forces assigned are sufficient to accomplish the mission, the focus of JOPES is transportation feasibility. The analytical tools are not sufficiently developed to fully identify sustainment requirements and assess logistics supportability.

(3) The deliberate planning process (as opposed to crisis or wartime planning) is conducted in peacetime when there is sufficient time and resources for full plan development and coordination among the supported and supporting command staffs. The process takes two years and is broken down into five phases:

(a) Initiation. The CINC receives planning guidance and major forces (combat units) available for planning via the JSCP.

(b) Concept Development. The CINC derives the mission from the assigned task, issues planning guidance to his/her staff and subordinate commands and gets information on the enemy collected and analyzed. The staff develops several courses of action (COA) for CINC consideration and then develops a concept of operations based on the selected COA. The concept of operations is submitted to the CJCS for review. If approved, the concept of operations is then used by the CINC for further planning.

(c) Plan Development. This is the development of an OPLAN. The CINC and component command staffs with support from other CINC and Service MACOM select forces, time-phase their deployment, develop unit and logistics support requirements, simulate strategic deployment, identify shortfalls, and resolve

issues. Persistent shortfalls are determined to be risks. No OPLAN has been developed without having "risk." It is during this phase that the **Civil Engineering Support Plan (CESP)** is developed. The supporting USACE command provides input to the Army component staff engineer or designee (usually the supporting Engineer Command (ENCOM)) which is responsible for the Army component's input to the CINC in the development of the CESP. Depending on the CINC, the ENCOM may be the CINC's executive agent for CESP development. Also, depending on the CINC, USACE may provide plan input directly to the CINC's plan.

(d) Plan Review. The OPLAN is reviewed and approved by the CJCS. This review is conducted by the Joint Staff and the staffs of the Services.

(e) Supporting Plans. Subordinate and supporting commands then develop their support plans. This is the phase during which the supporting USACE command develops its support plan. The USACE support plan is subject to review and approval by the USACE commander and the Army component commander. The Army component commander includes the USACE support plan as part of his/her support plan which is submitted to the CINC for review and approval.